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ABSTRACT

This manual presents a model with all of the ancillary components that have made the Job Club/Literacy Education Program a successful undertaking for the White Plains (New York) Adult Literacy Program. Section I for administrators focuses on establishing the service (assessing the need, funding, developing linkages, location), managing the program, program objectives, and what the project accomplishes for adult education and for other agencies. A manager's checklist is provided. Section II addresses providing services to the client. It contains a philosophical statement and describes the basic skills component, learning laboratory, the assessment process, and the Job Club component. Other contents include the Job Club philosophy and descriptions of the recruitment/referral process and retention process. Appendixes include a comparison of career counseling and Job Club, staffing, client sequence chart, literacy education sequence chart, Job Club training sequence chart, sample intake schedule, literacy education progress report, Department of Social Service referral letter, Job Club schedule and sample, and a news article on welfare recipients who must work to receive benefits. (YLB)

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JOB CLUB/LITERACY EDUCATION PROGRAM MANUAL

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Betty Robinson

Fall 1986

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"The Human Difference Provides the Human Impact".* The perpetuation of the Job Club/Literacy Education Program at the White Plains Adult and Continuing Education Center was accomplished over the years by many dedicated professionals who are too numerous to mention, however, they are identified in the White Plains Adult Education Center's annual reports.

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*Morzello, Andrew, "Job Club/Literacy Training Final Report" 1983-84, page 3

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I, especially, thank my office staff Delores Mines and Dorothy Kelly who typed the material, kept me organized and supported all my endeavors. They demonstrated supreme patience, untiring devotion and support as I wrote and revised the material that finally became the manual.

Forward

The development of this Job Club/Literacy Education Program Manual is sponsored by the State Education Department-Division of Continuing Education to assist those who are managing Job Club projects or planning to implement a Job Club.

It is recognized that not everyone who manages a Job Club will need the guidance provided by this publication. There are many individuals, who have been successfully managing Job Club projects for many years. It is also recognized that there are Job Club Literacy Training Projects in operation that have developed their own unique models.

This manual was developed and written by Betty L. Robinson, Assistant Director of Adult and Continuing Education, White Plains, New York, with subsections developed by Andrew Morzello, Director of Adult and Continuing Education; Claire Carrick, Learning Laboratory Supervisor; Ann Serrao, Supervisor of Instruction; Erma Landsman, Supervisor of Guidance; Jane Roth, Employment Coordinator, Department of Social Services; Joseph Sayegh, Job Club Counselor, Department of Social Services.

William Smith, the former Director of the Job Club at Rochambeau, was instrumental in providing information critical to the history, implementation and operation of the Job Club from its inception at Rochambeau School.

SECTION I - FOR ADMINISTRATORS

Section I For Administrators
Overview

The Adult Literacy Program at the White Plains Adult Education Center has operated for twenty years. The primary objective of this program is to provide Literacy Education for students who are residents of White Plains and the surrounding communities. Another objective of the program is to develop the full potential of each student so that each may in the words of Paola Friere, "be prepared for living as well as, to earn a living."[1]

The Literacy Program has a wide range of classes including basic education, English as a Second Language, and High School Equivalency Preparation classes in both English and Spanish. In support of the student's learning, the center offers full time instruction delivered by experienced teachers and individual and group counseling.

The Job Club/Literacy Education component of the program has operated for the past nine years. Known originally as the Employability Assessment and Training Project and funded under the Federal Adult Education Act Title XIII, Section 310 Project, it has metamorphosed into its present state, and is funded directly by the Welfare Education Program Grant administered by the State Education Department rather than the Federal Government.

The major objective of the project is to provide basic education skills, job-search and job finding skills to welfare recipients on home relief or those receiving aid to dependent children, thus, moving them into employment and off the welfare rolls.

Projects which provide individuals with the information and training necessary to undertake the task of obtaining a job are currently being conducted across the United States. However, for the most part these projects address the needs of professionals seeking a job or changing careers they do not have as their target the chronically unemployed or the economically disadvantaged.

The Job Club/Literacy Education Program targets the chronically unemployed and the economically disadvantaged and despite the significant social problems of many of the participants, has had more than satisfactory results. As a result of the project, a significant number of participants have been placed in unsubsidized employment with a proportionate reduction in welfare cases. Further, a large number of unemployed students have had, as a result of their literacy education, the opportunity to obtain higher academic proficiency including the General Education Development Diploma thereby, becoming more employable.

For those who are just starting a Job Club this publication will present a model with all of the ancilliary components that have made it a successful undertaking for the White Plains Adult Literacy Program. Managers should feel free to select from the suggestions those that meet the needs of the community in which they are operating.

[1] Friere, Paolo, Pedagogy of the Oppressed. New York: Seabury Press, 1970

This manual will provide descriptions of each component of the White Plains Job Club Vocational Education Program: Literacy Training, Job Club, Guidance Support and the function of the Department of Social Services on Site Staff.

Establishing The Service .

Job Club/Literacy Education Programs may be provided by a variety of institutions in a variety of settings. However, the Administrative responsibilities involved in establishing and managing the program will be common to all of the agencies funded by state aid or grant dollars. The Administrator's handbook Managing Programs for Adults, also describes these responsibilities and should be used as the basic resource for Adult Basic Education Programs along with the handbook Managing the GED Program for the High School Equivalency Candidate.

An elaboration of these responsibilities includes:

Establishing
1. Assessment of Need
2. Funding
3. Developing Linkages with Referral Sources
4. Location

Managing
1. Staffing
2. Scheduling
3. Program Objectives
4. Recruitment
5. Retention
6. Evaluation
7. Record Keeping

1. Assessing The Need

In assesing the need the manager must ascertain whether or not there is a target population that will meet the criteria. The members of the target population are welfare recipients who are employable but remain unemployed, incarcerated individuals who are soon to be released, disadvantaged individuals who are in threat of poverty, in some cases those individuals who are assigned to public works but are in need of an upgraded employment situation, because they are underemployed, and heads of households who have received aid to dependent children but become ineligible when the youngest dependent reaches age six.

Further, in assessing the need the manager should ascertain whether or not the service would be an unnecessary duplication of efforts already being provided by one or more other agencies in the immediate area.

2. Funding

Welfare Education Program (WEP)

The target group for the Job/Club Literacy Program is any employable individual receiving public assistance in the form of Home Relief or Aid to Dependent Children. Therefore, the program qualifies for Welfare Education Program Funds.

2. Funding

310-Special Projects Installation Grants

Another source of funds for agencies wishing to install a Job Club is a one-year Installation Grant funded through the Adult Education Act, Section 310-Special Projects. Information describing Installation Grants is available from the Bureau of Adult and Continuing Education, Program Development or your regional supervisor.

Employment Preparation Education (EPE)

This is formula aid for literacy programs provided by legislation passed by the New York State Legislature in 1984. This legislation defines an adult as an individual 21 and older, and is only applicable to the adult student. Each hour of attendance generates aid. The rate at which the district is aided is determined by the wealth of the district and therefore varies from district to district.

3. Developing Linkages

Job Club/Literacy Education Programs that are funded with Welfare Education Program grants are required to establish a linkage with the Department of Social Services. In White Plains, additional linkages include the Department of Labor, The Volunteers of America's Homeless Shelter, Westchester County Correctional Facility, as well as, community agencies and institutions that make direct referrals of welfare recipients and those who are below 70% Lower-Living Standard. They are individuals who attend the literacy program voluntarily and are not eligible for participation in Job Club. They receive personal and employment counseling services from the Adult Basic Education Center's Counseling Services.

4. Location

The Job Club/Literacy Education Program should be located so that it is accessible to the target group identified in the needs assessment. In White Plains, The Department of Social Services has established a satellite office at Rochambeau School providing administrative service and counseling and allowing for facile coordination of the Job Club and literacy education with basic skills, life skills and GED preparation classes which are available at the center.

Managing The Program

All managing activities must be in compliance with the regulations and guidelines set forth by the Division of Continuing Education of the New York State Education Department.

Staffing

The quality and success of any program is determined by the effectiveness of the instructional staff. Therefore, it is incumbent upon all administrators to select staff according to the guidelines provided by the State Education Department.

Because the adults who are targeted for the Job Club/Literacy Education program are often those who have been most vulnerable to the impact of the complexities of the society in which they live, they require instructors who are enablers. That is individuals who can develop and manage instruction based on the diagnosis of each individual's needs and facilitate progress toward the 6.5 grade point average necessary for inclusion in the Job Club as rapidly as possible.

Further, when selecting instructors for this particularly vulnerable group it is suggested that administrators find individuals who possess not only the objective credentials but certain subjective human qualities that will permit mutually honest, respectful, interaction between the two adults. Some of the qualities that seem to enhance the success of the learning environment are:

the ability to be nonjudgemental of individuals who may or may not share a similar value system.

the ability to be a real, genuine person, who does not present a facade but is warm and supportive of learners who often have only a delicate commitment to the program.

the ability to be empathetic while encouraging the student's achievement and self-reliance.*

the ability to adapt quickly and seize upon the many teachable moments that arise within the learning process.

the ability to value the student, her feelings, her opinions, her person.

the ability to care for the student in a non-possessive way.

the ability to accept the student as an individual having value in his/her own right.

the ability to establish a basic trust with students because of a belief system that states that all people are fundamentally trustworthy.

*Note: Carl Rogers, in his book Freedom to Learn, describes this empathy as having the ability to understand the student's reactions from the inside and having a sensitive awareness of the way the process of education and learning seem to the student.[2]

Scheduling

A schedule for referrals and intake of clients should be developed in cooperation with the Department of Social Services' Department Director, as well as, any other referring agency. Depending upon the volume of clients referred, the intake might be scheduled weekly or bi-weekly. At the White Plains ABE Center, intake has been conducted on a weekly basis with the initial testing for placement conducted by the ABE counselors.

At this time students are either referred to Job Club or placed in the Literacy Education Program to upgrade their skills.

[2]Rogers, Carl, Freedom to Learn for the 80's, Charles Merrill Publishing Company, Columbus Ohio, 1983.

Program Objectives

Program Objectives	Activities	Procedures
Cooperative Arrangements		
1. Refer welfare clients on a weekly basis to the Adult Basic Education Center	Department of Social Services provides offices and staff at the White Plains Adult Education Center	Ascertains welfare status of client Complete employability profile on each client
2. Identify enrollment in Job Club	Facilitates enrollment by referring clients to Adult Education Center's Guidance Department	Each newly enrolled client is tested for achievement on the same day he/she is enrolled
3. Provide reading and math grade level scores on all clients enrolled - (1400 + annually.)	Administer TABE a) tests in Reading and Math to all enrollees b) administer John Test to all ESL	Clients scoring above 6.5 identified as Job Club participants Guidance staff provides test results to D.S.S. for inclusion in profile
4. Retain for Literacy Training all enrolled clients below grade 6.5 and all ESL clients	ESL and ABE instruction is provided for students assigned to Literacy Training	Clients not enrolled in Job Club are enrolled in ABE/ESL program at appropriate level of instruction based on: a) client's literacy level b) client's capacity to learn c) client's prospect for employment Guidance and D.S.S. staff decide on borderline cases individually
5. Provide job finding/life skills to trainees (enroll 75 to 100 monthly)	Curriculum characteristics include instruction in: a) Life Skills, resume writing, telephoning, interviewing techniques b) group dynamics and support c) scheduling and monitoring field activities and interviews with prospective employers d) modeling and role playing using video-tapes, real life situations and interaction	Clients identified as participants in Job Club receive instruction with certified Adult Education teachers in small groups. "Employment Workshops" are scheduled to provide information on specific corporations

(continued)

Project Objectives	Activities	Procedures
6. Provide individualized attendance and academic achievement reports for each 60 day enrollment in Literacy Training	Reports are prepared by Learning Laboratory Supervisor and Instructional Supervisor	Reports are submitted to D.S.S. at designated intervals
7. Collect data on all enrolled clients completing the program	Bi-weekly reports are prepared by instructors, guidance staff and D.S.S each pay period	Data is tabulated and logged in Adult Basic Education office
8. Document the number of clients enrolled who have had their cases closed	Reports prepared by D.S.S. and transmitted to Guidance Department	Data is tabulated and logged in Adult Basic Education office
9. Analysis of Literacy Training Student's progress	Regular meetings between Learning Laboratory Supervisor, student's instructor and counselor from D.S.S.	Calendar of meeting dates is prepared and disseminated in September of each school year
10. Analysis of trainee status at intake	Meeting of Adult Basic Education staff with D.S.S. and primary consultant from Motivational Workshop	Plan is developed for each student - educational, health, counseling, etc.

A Job Club/Literacy Project

What This Can Accomplish For An Adult Literacy Program

1. Furnish a referral of documented welfare clients on a weekly basis, year round.

2. Enroll students who are state and federal priority groups.

   a. have reading scores of 0 to 2.5 or 3.0 to 4.9

   b. unemployed

   c. on welfare

3. Enroll students who achieve high numbers of completers.

   a. off welfare

   b. secured a job

   c. entered other education or training

4. Meet New York State goals for Economic Development by facilitating large numbers of unemployed citizens to:

   a. attain higher academic proficiency and therefore more employable

   b. secure private unsubsidized employment

5. Increase student enrollment which can be valuable to State Education Department goals for ABE programs which:

   a. are experiencing declining ABE enrollment

   b. have no significant interagency cooperative relationships

   c. should increase enrollment capacity in the region

6. Can be a project which would increase program size.

7. Provide large numbers of students who have agency furnished lunch and transportation costs.

What This Project Can Accomplish For Other Agencies

a. Department of Social Services

b. Department of Labor

1. Saves substantial sums of operational and client stipend funds as clients are moved off welfare and aid to dependent children.

2. Secures private unsubsidized employment for large numbers of clients.

3. Provides a central location at which agency staff and clients inter-face.

4. Agency enters into a cost effective cooperative arrangement with the Adult Education Program.

5. Facilitates the enrollment of clients who need literacy training.

6. Secures relatively low cost or free space for staff to be assigned to the ABE Program site.

7. Has efficiency of referring clients to a central site where ESL, ABE, and Life Skills are all provided.

Managers' Checklist

_____Conduct the Needs Assessment.

_____Establish a linkage with the Department of Social Services.

_____Establish linkage with other agencies.

_____Design an intake system that identifies Job Club enrollees and Literacy Education enrollees.

_____Provide for initial testing of reading, math and English as a Second Language to determine placement.

_____Develop a schedule that reevaluates students in the literacy program.

_____Develop a system for reporting student progress to the referring agency on a regular basis (45 days).

_____Develop data collection system for reporting requirements.

_____Develop program objectives.

SECTION II - PROVIDING SERVICES TO THE CLIENT

As of 1985, the jobless rate for whites was 6.2 percent and 15.1 percent for blacks. The number of families headed by women has soared alarmingly especially in minority groups where that number is approximately 113 percent, and where 43 percent of these households have no father in the home.[3]

These alarming statistics impact all; women, children, and men alike. One individual in crisis affects all individuals in this society. When the lives of any group is threatened by poverty the lives of all are endangered. There is an old proverb that states "if you knock the nose, the eye cries." [4]

. There is a crisis in this country that is rendering more and more people economically disadvantaged including those who are employed. One has only to observe the homeless to know that the richest nation in the world is facing a crisis that is embracing not only its adults but most shockingly its children. It is a crisis, seemingly, caused by economic upheaval, the influx of hard drugs, and structural faults inherent in the American economy that have undermined the infrastructure of the American society.

The experts have gathered the data and issued the statistics, which has led the politicians to allocate dollars to retrain and reeducate adults in order that they be able to benefit from the newly espoused workfare philosophy, workfare is designed to put all able-bodied individuals to work in unsupplemented employment. Theoretically, workfare is an excellent idea and it will be successful with some portion of the unemployed, disadvantaged population that is the target group. However, there is a deeper "cancer" that must be addressed before the chronically unemployed individual can be repaired and retrained for the world of work. That "cancer" is the fact that the majority of those who receive any form of assistance are undereducated individuals who possess few if any marketable skills and are, therefore, candidates for only the lowest paying jobs which are most often dead-end. Therefore, the welfare - work - welfare syndrome is often as prevalent as the original welfare syndrome.

An additional concern is the distructive force that chronic unemployment and poverty have upon an individual's self-esteem and motivation, evidenced often by feelings of dispair and hopelessness. To address these feelings an additional component has been added to the original Job Club component, that is The Motivational Workshop that precedes the clients involvement in either the Literacy Program or the Job Club.

[3]"The Controversy" Ebony Magazine, Vol. XLI NO. 10, Johnson Publishing Company, Chicago, Illinois, August 1986, Pg. 37.

[4]Ibid

The Basic Skills Component

Overview of Instruction

Day and Evening Classes are structured to provide relevant, high intensity instruction at each grade level from beginning reading through eighth grade. Classes are made up on more than a two year range in reading ability. A one year range is the optimum condition however, volunteers, peer tutoring and instructional aides make the two year range manageable. The basic class for nonreaders is kept as near the minimum state requirement as possible.

English as a Second Language classes are operated at five levels ranging from a survival immersion class, which is for the student who is completely unable to speak or comprehend English through level 4, which prepares the student for entrance into the basic skills/learning laboratory experience.

The ESL program is designed to facilitate the rapid acquisition of the ability to speak, read and write English. Frequent testing enables students to progress through the levels at their own pace.

Afternoon conversation classes are offered to students as an additional opportunity to converse in English. Two of these classes also provide the opportunity to explore careers in woodworking and electronics.

High School Equivalency Preparation

Day, afternoon, and evening classes are available for students who are pursuing a General Education Development (GED) diploma in English or Spanish. Students are enrolled in this class when they have achieved an 8.0 reading level. Students are referred to take the GED examination when their score on a state approved predictor indicates that they are ready.

Instructional Materials

Each class is supplied with a variety of workbooks, textbooks, as well as audio-visual material designed to address all learning modalities. The materials are carefully selected so that instruction is characterized by learning engagements that require the use of higher level thinking processes, as well as, the base line processes of recall and comprehension. Bloom's, Taxonomy of Instructional Objectives, has been used widely in the development of the learning engagements.

Learning Laboratory

Physical Setting	Comfortable, air-conditioned, sound controlled learning environment. Individual carrels and small group instructional tables. Additional separate specialized laboratory rooms.
Staff	Specialized developmental and remedial teachers. Teacher Assistants are trained and supervised by a highly qualified and experienced supervisor.
Media	A wide variety of specialized, adult-oriented, attractively designed instructional equipment. Reading machines, cassettes, programmed and self directed materials.
Expertise	Carefully designed, high adult interest reading. Curriculum from Pre-reading through grade 12. Taxonomy of Reading Skills.
Testing	Student progress is tested regularly to measure rate of progress and areas of instruction which need emphasis.
Planning	In order to provide high intensity instruction each class of students is divided into functioning groups. Daily instructional plans are prepared for each group or cluster of students. This system of daily planning enables the laboratory to provide for two vital instructional needs. (1) Students who progress faster than their group can be moved immediately into a faster group. (2) Students who are absent can be re-scheduled to be exposed to a summary of the lessons they have missed.
Instruction	Each student is placed into an instructional cluster which is at his success level in reading. The experiences he has in the wide variety of media is designed to enable him to acquire developmental reading skills. The lab instruction is meshed with the instruction received in the classroom by his teacher. Computer assisted instruction is a part of each student's educational plan.

The Assessment Process

.. Rochambeau eligibility is determined by DSS.

.. Students scoring 6.5 on the TABE go directly to Job Club.

.. Pre-enrollment class-diagnostic tests are given from which an item analysis is prepared and individual prescriptions are written. At the end of the pre-enrollment class a form (a type of Likert Scale) is prepared by the teacher. An analysis of it helps to determine a candidate's successful completion of the class.

.. Presently, due to the low number of ESL candidates referred to the project they are placed directly in an ESL Class at their level where they must demonstrate their ability to adjust and benefit from literacy training.

.. Criterion referenced tests, 100 hour achievement testing, and general reviews and progress reports are all part of the on-going assessment of academic progress.

.. 60-day progress reports which reflect academic progress and attendance are also prepared. They are analyzed and recommendations are made about the students continuation in the program.

.. Exit from ABE is 6.5 on the TABE "D" into Job Club. ESL students scoring 64 or better on the John Test are given a locator, then the appropriate TABE test for placement in an ABE class.

The Job Club Component*
(Overview)

The Department of Social Services and the White Plains Adult Education Center at Rochambeau have had a long and successful marriage. The relationship has been maintained over a long period of time as a result of the joint efforts of both parties to initiate changes to meet the needs of the population being served. It has been a cooperative venture with both agencies lending support to the other in the development of innovative approaches to solving the problem of improving the employability of clients who have been unemployed for long periods of time. This venture has required a tremendous amount of flexibility on the part of both agencies and is symbiotic in nature.

The present Job Club evolved as a result of the changing needs of the population, as well as, the changing nature of the agencies. Prior to the present program an Educational Vocational Assessment Program was operated. This was a six week program which covered testing, upgrading academic skills and life skills. It provided a profile of each client which could be used as a counseling tool, but it did not offer any direct help in moving a client into employment as an end result.

Acknowledgment by the Department of Social Services that the program needed a component that would enable clients to conduct their own job search activities and secure employment, led to this adoption of the Job Club concept. The Job Club has been in place for about six years.

The Role of the Department of Social Services

1. The Department of Social Services identifies and refers individuals to the White Plains Adult Education Center. This function has been the responsibility of the income maintenance unit in D.S.S. As individuals apply for public assistance and are found eligible and assessed as employable, a referral is made to the White Plains Adult Education Center for employment assistance as a requirement of eligibility.

2. The Department of Social Servies operates the Job Club at the Adult Basic Education Center. It is staffed completely by Social Service Personnel. The staffing is as follows:

   A. Two employment counselors who conduct the classroom training for Job Club.

   B. One outreach worker who monitors attendance and makes home visits.

   C. One manpower specialist who monitors the telepone room activity.

3. The Department of Social Services supplies ten telepones which clients use to make contact with prospective employers.

*Information provided by William Smith, former Employment Coordinator and Jane Roth, current Employment Coordinator at the Westchester County Department of Social Services.

4. The Department of Social Services supplies tokens for transportation and lunch money.

5. The Department of Social Services staff also provides services to those clients who have been assigned to the English as a Second Language Program or the Literacy Education Program. The service consists of monitoring attendance, counseling and maintaining a close liaison with the Adult Basic Education Guidance Staff.

*Information provided by William Smith, former Employment Coordinator and Jane Roth, current Employment Coordinator at the Westchester County Department of Social Services.

Job Club Philosophy

It is the philosopy of the Job Club/Literacy Training Project that an individual seeking a job will obtain employment more efficiently if he or she has experienced a job-counseling program.

Jones and Azrin, in their research on job-finding, report that the hiring process is conceptualized as a social reinforcement process in which many skill-irrelevant factors play a substantial role. Job-Finding is viewed as requiring a number of complex skills that are best learned in a structured learning situation that emphasizes such learning factors as motivation, maintenance of behavior, feedback, imitation and practice. Job counseling is considered as a learning experience which should be taught in a structured and continuing manner until a job is obtained. The approach is basically a systems approach that is oriented to the job-seeker's perspective. The program assists the job-seeker in all areas that are influential in obtaining a job. Assistance is provided in upgrading academic skills, overcoming techniques, and the use of other available resources. [5]

Options

The options available to the program that are considered necessary to the achievement of the goal are provided here in a checklist format.

Employability Development Plan (EDP)
Job Search and monitored activity
Direct Job Referral (Job Development Unit)
Referral to other resources
Adult Basic Education or Job Club
Vocational Training
Public Works Project (ex. Aspire)
Life Style Institute
Temporary Employment Assignment Program
Job Trac
Office of Vocational Rehabilitation

[5] Jones and Azrin, Behavioral Research and Therapy, Pergamon Press Great Britian, 1975. Vol. 13. pp 17-27

The District Office Recruitment/Referral Process**

I. A certification examiner makes an eligibility determination and reviews initial employability:

   a. If the client indicates he/she has a medical condition with employability, the examiner makes the referral to the appropriate health resource.

   b. If the client is determined to be an unemployed unemployable, the examiner makes a referral to the State Employment Service (SES), sets up an appointment for the employment counselor and gives the appointment to the client.

   c. If the client fails to keep the appointment, the counselor returns the copy of the letter and a #1054 referral form, which is an inter-office general referral form, to the examiner.

II. An employment counselor assesses clients according to a predetermined schedule:

   a. If the client is employable, the employment counselor refers the client to the Adult Basic Education Program for testing to determine proper placement: ABE or Job Club. Referrals to other resources may be made: TEAP, Job Trac, Job Development, Temporary Employment Assignment Program, Public Works Program, etc....

   b. If a client is determined unemployable, a #1054 is sent to Income Maintenance (I.M.) unit for appropriate referral.

   c. It is the employment counselor's responsibility to keep the (I.M.) examiner aware of the clients status at all times by utilizing a #1054 form.

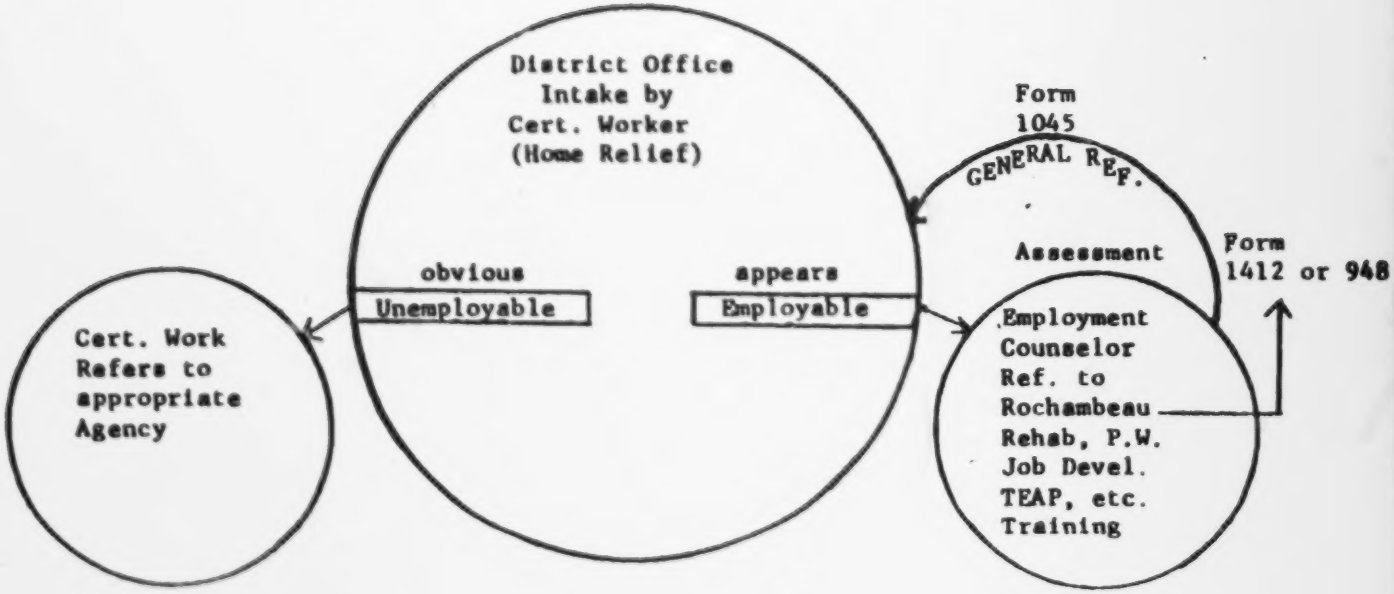
**Information provided here is specific to the Westchester County Department of Social Services and was provided by Joseph Sayegh, Employment Counselor

EMPLOYABILITY DEVELOPMENT PROJECT

RECRUITMENT/REFERRAL

1) Certification Examiner

Joe Sayegh
2/5/86



Retention

The voluminous amount of research available on the retention of students in literacy programs is an indicator of the magnitude of this problem. It is estimated that Adult Basic Education students are four times more likely to drop out than any other group of adult learners. [6]

To develop a model that addresses this problem, will require that one utilize a holistic perspective of the adult learner, when examining the variables that impact upon the learner's participation. Some of the variables are inherent in the structure of the school and its policies and practices, while others are based on socio-economic factors.

Many of the students who participate in Job Clubs or Literacy Education Programs come from low socio-economic backgrounds, a condition that in itself, has been identified as a factor in the attrition rate experienced by these programs. If the adult student has also been a high school dropout, then the psychological stage has been set for dropping out of all attempts at formal schooling.

The process of becoming a dropout at any level of schooling is complex because the act of rejecting an institution as fundamental to society as the school must also be accompanied by the belief that the institution has rejected the individual.[7] The process becomes cummulative and by the time many adults finally arrive at the ABE Center their level of trust and respect for the institution has often been destroyed.

The following chart identifies some of the factors that are recognized in the literature as having an effect on the student's participation. The deterents to participation are presented in column one and possible strategies for addressing the deterents are proposed in column two. Most of the strategies are common knowledge to adult educators and program managers, however, the extent to which they are consistently employed may vary from program to program.

Research in this area is inconclusive but empirical evidence strongly suggests that strategies that address the affective needs of students as well as the cognitive needs most often contribute positively to the retention of participants.

[6]Garrison, D.R., Predicting Drop Out in Adult Basic Education, Adult Education Quarterly, Vol. 36 #1, Fall 1985, pp. 25

[7]IBID

Programatic Factors	Possible Solutions
1. Teaching approaches and practices are "traditional" and don't allow for the divergency of student's learning style.	Each student should develop an individual educational plan that includes short and long range goals. The content of what is to be learned should be determined by the individual needs and goals of the learner. New goals can be established as the learning contract is achieved. The establishment of a learning laboratory is a possible solution to this problem.
2. The structure of the institution and its teaching practices are diametrically opposed to the life-styles experiences, histories and expectations.	Selection of staff using criteria identified earlier in the manual. The teacher is the most important factor influencing the nature of the learning climate. The center should value the learners experience and capitalize upon it. A collaborative mode should characterize the activities and policies of the center.
3. There is no apparent relationship between the curriculum and future employment.	A Life Skills program should be included in the student's program. Vocational and educational needs should be addressed by using materials that integrate life/work skills within the content and subject matter presented.
4. Learning opportunities are compatible with the students stated goals.	Establish a learner-centered model using the diagnostic prescriptive approach so that the individual can progress at his/her own rate. Learner participates in needs diagnosis, goals formulation and outcome evaluation.
5. The program doesn't have a "solid" positive reputation in the community it desires to serve.	Program managers should make personal contact with key community figures and groups. Target population should be reached wherever they are. Brochures, media campaigns, billboards and etc. may be used after the personal contact has been made. Establish a board that has members from the target group's community.

For those who wish to delve more deeply into this area the Community and Continuing Education Information Service (CCEIS) of the New York State Education Department has proven to be an invaluable resource.

The address is:

Community and Continuing Education
Information Service
Room 209EB
New York State Education Department
Washington Avenue
Albany, New York 12234

APPENDIXES

Appendix A

A COMPARISON OF CAREER COUNSELING AND JOB CLUB*

1. The major objective of career counseling is to assist an adult who is in career and/or educational transition, in identifying and integrating his or her real talents and interests into a career ladder. A career is defined as being based on a choice for self fulfillment in the world of work.	1. The major objective of the Job Club is to facilitate movement of employable welfare recipients into employment or training. The emphasis is on obtaining a job.
2. The core is a group process scheduled over sufficient time to allow adults to explore their own abilities as well as the world of work and to set goals for further education, training and employment. Employment on a job may meet a person's needs but is not necessarily required as an outcome.	2. The core is employment which removes a person from the welfare rolls.
3. Usually a heterogeneous group from a wide range of socio-economic background.	3. The group is homogeneous in that the clients must be receiving a welfare grant. (Home Relief or Aid to Dependent Children.)
4. Participation is voluntary.	4. Participation and attendance are mandatory. A client may be sanctioned if he/she fails to participate unless the "willfulness" condition applies.
5. Participants are involved in career planning and educational planning activities in order that they become aware of the variety of options available to them.	5. Participants are involved in activities designed to enable them to conduct a successful job search and secure a job.
6. The development of decision making abilities leading to further career strategies is a major objective of the group process activities that characterize the seminars.	6. The clients are taught employability skills. e.g. Filling out the employment application, answering tough questions, telephone techniques, interview techniques, etc.
7. Emphasis on values clarification to determine long-range goals.	7. Emphasis on mastering employability skills through short term instruction and the opportunity to apply skills.
8. Counselors should have a Masters Degree in counseling (rationale is the assumption that counselor will have learned fundamental practices and theory).	8. Job Club Counselors/Employment Counselors are required to have a Bachelors Degree and are Civil Service Employees. They receive training as Employment Counselors.
9. The recommended schedule for the career counseling sessions is once a week for a period of seven weeks. It is further recommended that sessions be limited to two hours.	9. Job Club is operated in three week cycles from 9:00 A.M. to 3:00 P.M. daily.

Comparison of Career Counseling and Job Club (continued)

10. There is no stated academic criteria for participants.	10. Participants must meet the academic criteria of at least a 6.5 reading grade level.
11. Funding is usually dependent upon several sources, including, but not limited to, foundations, federal funds, state funds, Employment Preparation Education Aid, fees, etc.	11. Funding is provided by a Welfare Education Program Grant. (WEP)
12. Establishes and encourages development of strong community linkages.	12. Adult Basic Education Programs operating job clubs using WEP funds must establish a linkage with the Department of Social Services.
13. Programs funded by the State Education Department and or the Federal Government require reporting specific to the funding source.	13. Reporting to the State Education Department, Division of Continuing Education is required four times a year.
14. Objectives and achievements are not reported separately.	14. The State Legislature, as of fiscal year 1987, (to assure even greater accountability) is requiring that objectives and achievements for WEP Job Club Educational Training Projects be separated from the objectives for other projects.

*Note:

Adult Career Counseling Manual developed by Dr. Sonya Shapiro was the source for information included in the description of the Career Counseling Program.

The Group Job Seeking Course by Dave Perschau, The White Plains Job Club Staff, as well as Annual Reports and personal experience were the sources of information describing the Job Club Project in White Plains.

Staffing*

Position	Responsibilities
1. Administrator	All administrative responsiblity Develops linkages Supervises overall program Selects staff Prepares Program Objective Reports Provides Staff Development
2. Instructional Supervisor	Develops Educational Prescriptions Monitors student performance Coordinates preparation of progress reports Prepares schedules
3. Coordinator	Recruitment, scheduling and reporting
4. Guidance Staff	Conducts initial orientation and academic assessment Provides individual and group counseling Collects program objective data and feeds same to administrator Liaison to D.S.S. staff on-site
5. Counselors - maybe D.S.S. staff or ABE staff	Leads the Job Club/Job Search agenda Instructs students in Job Search skills
6. Instructors - ABE, ESL	Responsible for developing educational plan based on diagnosticetest and monitoring progress
7. Life Skills Instructor	Supplements instruction of employability skills developed by counselors Video-tapes mock interviews
8. Employability Instructor	Same responsibilities as the counselor/Life Skills instructor
9. Materials Developer	Develops instructional materials designed to meet needs of individual students
10. Tutors	Work one to one Supplement classroom instruction

*Based on results of a survey conducted by the White Plains Adult Education Center, January, 1986. Respondents were operating Job Clubs.

WHITE PLAINS ADULT EDUCATION CENTER
Adult Literacy Program

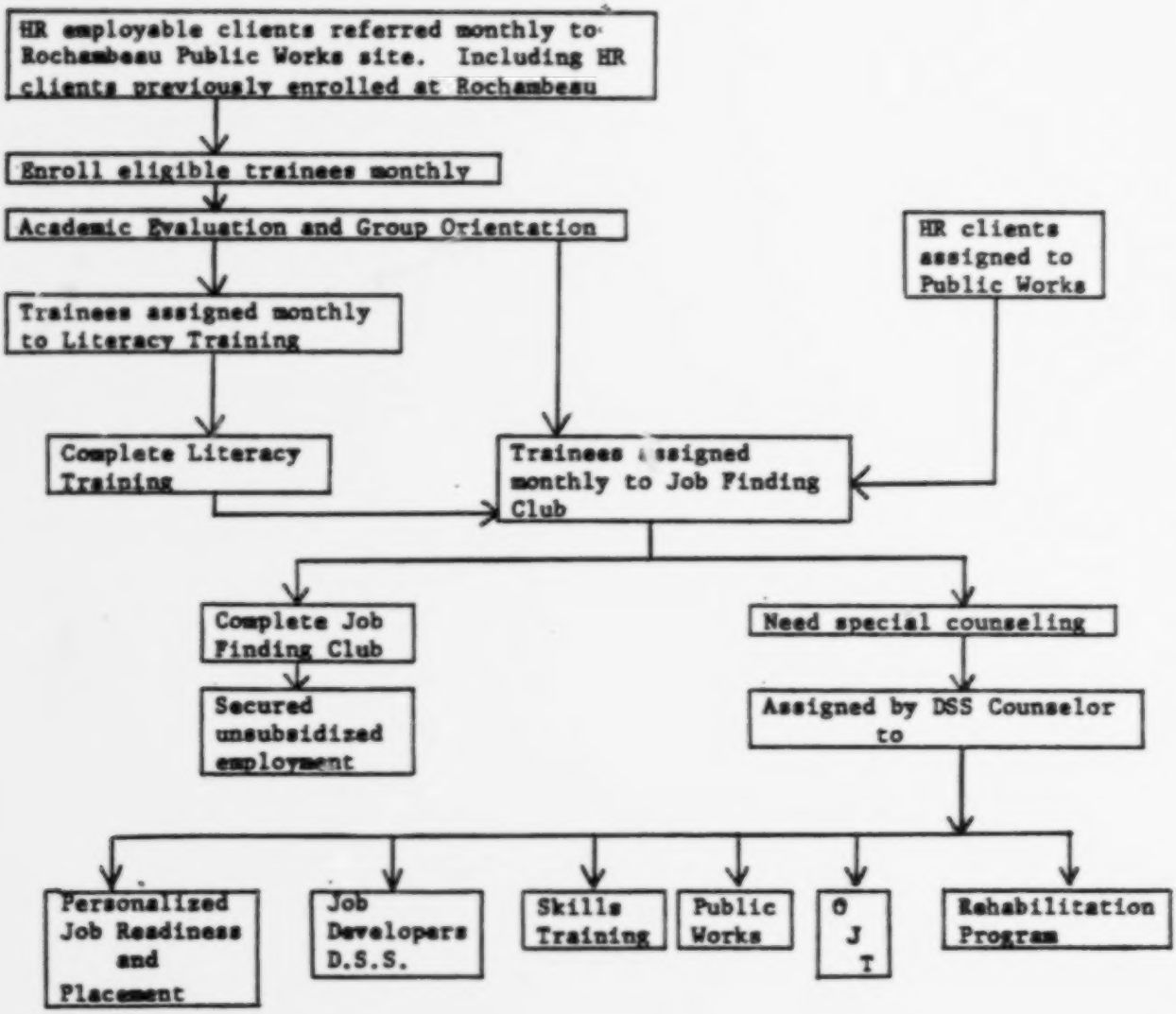
Appendix C

Special Project Job Club/Literacy Training Program

A cooperative arrangement involving

The Westchester County Department of Social Services
and
The City School District of White Plains - Adult Education Program

Client Sequence Chart

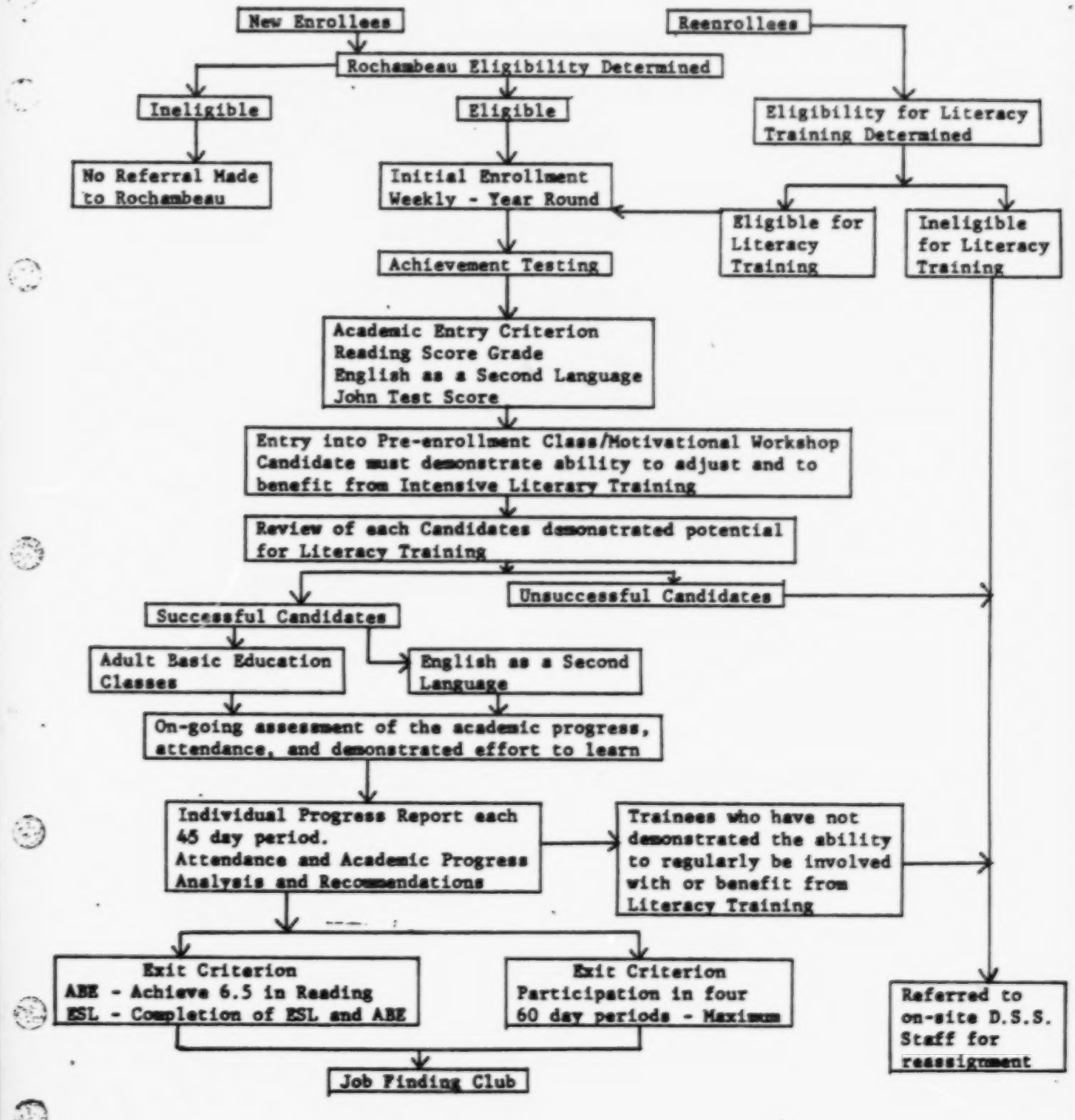

HR employable clients referred monthly to Rochambeau Public Works site. Including HR clients previously enrolled at Rochambeau
Enroll eligible trainees monthly
Academic Evaluation and Group Orientation
HR clients assigned to Public Works
Trainees assigned monthly to Literacy Training
Complete Literacy Training
Trainees assigned monthly to Job Finding Club
Complete Job Finding Club
Need special counseling
Secured unsubsidized employment
Assigned by DSS Counselor to
Personalized Job Readiness and Placement
Job Developers D.S.S.
Skills Training
Public Works
O J T
Rehabilitation Program

9/85 Developed by Elliot Lathbridge

WHITE PLAINS ADULT EDUCATION CENTER
Adult Literacy Program

Appendix D

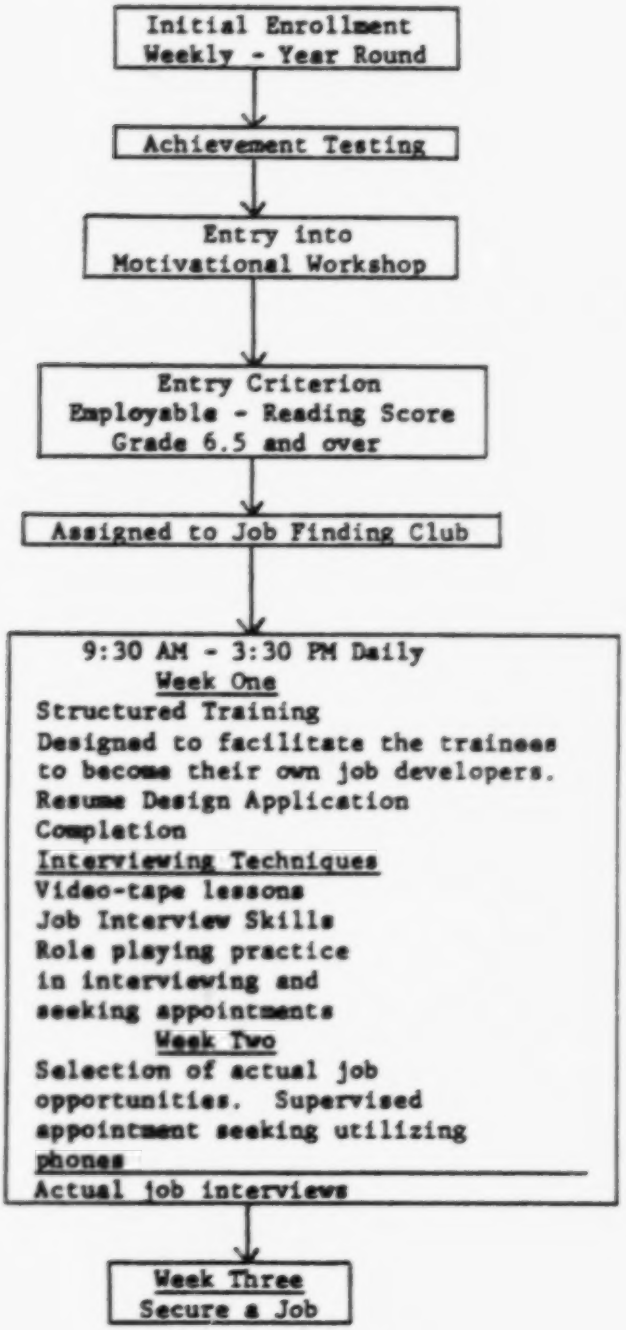
Literacy Training Trainee Sequence Chart


New Enrollees
Reenrollees
Rochambeau Eligibility Determined
Ineligible
Eligible
Eligibility for Literacy Training Determined
No Referral Made to Rochambeau
Initial Enrollment Weekly - Year Round
Eligible for Literacy Training
Ineligible for Literacy Training
Achievement Testing
Academic Entry Criterion
Reading Score Grade
English as a Second Language
John Test Score
Entry into Pre-enrollment Class/Motivational Workshop
Candidate must demonstrate ability to adjust and to benefit from Intensive Literary Training
Review of each Candidates demonstrated potential for Literacy Training
Unsuccessful Candidates
Successful Candidates
Adult Basic Education Classes
English as a Second Language
On-going assessment of the academic progress, attendance, and demonstrated effort to learn
Individual Progress Report each 45 day period.
Attendance and Academic Progress Analysis and Recommendations
Trainees who have not demonstrated the ability to regularly be involved with or benefit from Literacy Training
Exit Criterion
ABE - Achieve 6.5 in Reading
ESL - Completion of ESL and ABE
Exit Criterion
Participation in four 60 day periods - Maximum
Referred to on-site D.S.S. Staff for reassignment
Job Finding Club

Developed by Elliot Lethbridge

WHITE PLAINS ADULT EDUCATION CENTER
Adult Literacy Program

Job Training Club Sequence Chart



Developed by Elliot Lathbridge

1985 - 86 Trainee Intake Schedule - Proposed

Month	Cycle	Intake	
July	85-86-1	7-11-85	TH
	85-86-2	7-18-85	TH
	85-86-3	7-25-85	TH
August	85-86-4	8-1-85	TH
	85-86-5	8-8-85	TH
	85-86-6	8-15-85	TH
September	85-86-7	9-5-85	TH
	85-86-8	9-19-85	TH
October	85-86-9	10-3-85	TH
	85-86-10	10-17-85	TH
	85-86-11	10-31-85	TH
November	85-86-12	11-14-85	TH
December	85-86-13	12-5-85	TH
	85-86-14	12-19-85	TH
January (86)	85-86-15	1-9-86	TH
	85-86-16	1-23-86	TH
February	85-86-17	2-6-86	TH
	85-86-18	2-27-86	TH
March	85-86-19	3-13-86	TH
	85-86-20	3-27-86	TH
April	85-86-21	4-10-86	TH
	85-86-22	4-24-86	TH
May	85-86-23	5-8-86	TH
	85-86-24	5-22-86	TH
June	85-86-25	6-5-86	TH
	85-86-26	6-19-86	TH

Appendix G

WHITE PLAINS ADULT EDUCATION CENTER
Adult Literacy Program

Vocational/Educational Project

____ Day Report on Literacy Training Progress-Scheduled to attend 2, 3, or 5 days per week

_____ Interim Report Period Reported _____ to _____

Name _____ Cycle _____ Initial Cycle Date _____

Part I. Achievement Level at Intake

☐ Academic Grade Level 0-2.9
☐ Academic Grade Level 3-4.9
☐ Academic Grade Level 5-6.9
☐ Academic Grade Level 7-8.9

☐ English As a Second Language-Beginner
☐ English As a Second Language-Adv. Beginner
☐ English As a Second Language-Intermediate
☐ English As a Second Language-Advanced

☐ Nosotros Leemos (non-reader)

Part II. Trainee Data for this ____ Day Period

Entry Test Scores		Vocabulary	Comprehension	Total	GAIN	OTHER
Reading	_____	_____	_____	_____	☐	
		Computation	Concepts	Total		
Math	_____	_____	_____	_____	☐	
L	_____	_____			☐	

Attendance ☐ Attendance Actual ☐ Attendance % ☐

Part III. Recomendation

Retain for Literacy Training-Progress acceptable and adjustment satisfactory ☐ #1
- a. Refer to ABE ☐
- b. Refer to GED ☐

Refer for Counseling-Progress unacceptable ☐ #2
- a. Lack of academic gain ☐
- b. Poor attendance ☐

Terminate Literacy Training ☐ #3
- a. Adjustment to instruction unacceptable ☐
- b. Counseling and warnings undertaken previously ☐
- c. Failed to participate in scheduled testing ☐

Transfer to Job Club ☐ #4
- a. Completed Literacy Training-Reading Score 6.5 or higher ☐

Note: Guidance Staff will see each student after the ____ day report has been completed.

Completed by _____ Date _____

cc: Appropriate Supervisor
Revised 5/86

... ...pointment has been
Reserved at Your Local Center

For: _____

I.D. # _____

DATE: TIME:

Rochambeau School
228 Fisher Avenue
White Plains, New York

DATE: TIME:

Center for Continuing Education
201 Palisades Avenue
Yonkers, New York

43

WESS Pub. No.-029-4/85

Employment Readiness Training

ROCHAMBEAU SCHOOL
228 FISHER AVENUE
WHITE PLAINS, N.Y. 10601

997-2317 997-2358

CENTER FOR CONTINUING EDUCATION
201 PALISADES AVENUE
YONKERS, NEW YORK 10703

965-6985

"WHERE YOUR JOB IS TO GET A JOB"

Westchester County

Andrew P. O'Rourke
County Executive

Charles W. Bates
Commissioner, Dept. of Social Services

Appendix H

Unemployed? Need a Job?

44

DEPARTMENT OF SOCIAL SERVICES

JOB CLUB - 9:00 A.M. - 3:30 P.M.
(½ hour lunch - 12:00 - 12:30 P.M.)

DAY ONE (Friday)

1. Introduction exercise
2. House rules
3. Overview of course
4. Lifestyle --
5. Employment application
   a. Employment skills
6. Tough questions faced in interview
7. Homework - (Employment application and tough questions)

DAY TWO (Monday)

1. Employment application } Homework review
2. Tough questions }
3. Appearance
4. FILM -"Grooming" - 12:30 P.M. to 1:30 P.M.
5. Goal plan
6. Job lead sources

DAY THREE (Tuesday)

1. Interview techniques
   a. Fear analysis
2. FILM - "Interview" - 12:30 P.M. to 1:30 P.M.
3. Video taping of interviews - 1:30 P.M. to 3:30 P.M.

DAY FOUR (Wednesday)

1. Formulating lists
2. Telephone techniques
3. Job search (form)
4. FILM - "Job Keeping" - 12:30 P.M. to 1:00 P.M.
5. Review
6. Telephone canvassing

TELEPHONE SCRIPT # 1

Receptionist:	"Good morning, United Melon Corporations, may I help you?"
Caller:	"Yes, can you give me the name of the person who does the hiring for your company?"
Receptionist:	"That's Mr. Bart."
Caller:	"Could I talk to Mr. Bart?"
Receptionist:	"Yes, you can, just a moment."
Mr. Bart:	"Hello, Lou Bart."
Caller:	"Mr. Bart, my name is Ben Smith, do you have any jobs open for truck drivers?"
Mr. Bart:	"Yeah, as a matter of fact, I've got one now. Have you got a class I license and a good driving record?"
Caller:	"I sure do, would 1:00 or 2:00 today be OK for an interview?"
Mr. Bart:	"How long have you been driving?"
Caller:	"I've been driving for four years, which time would be better for the interview?"
Mr. Bart:	"Could you make it 3:00?"
Caller:	"Fine, I'll see you at three."

It might not happen exactly this way, but this is the way the call usually goes.

TELEPHONE SCRIPT #2

Receptionist:	"Hello, ACE Foam Company, can I help you?"
Caller:	"Could you give me the name of the person who does the hiring for your company?"
Receptionist:	"Surely, that is Mrs. Bond."
Caller:	"Thank you, may I talk to her?"
Receptionist:	"Just a moment."
Caller:	"Thank you."
Mrs. Bond:	"Hello, Bernice Bond."
Caller:	"Hello, my name is Lola Velour. Do you have any job openings for an experienced foam packer?"
Mrs. Bond:	"No, I don't at this time, I'm sorry."
Caller:	"Well would you know of another opening somewhere else?"
Mrs. Bond:	"As a matter of fact, I think I do. The Davey Novelty Company had an opening last week. Mr. Davey is the one to talk to."
Caller:	"Thank you, I appreciate it, goodbye."
Mrs. Bond:	"Goodbye and good luck."

TELEPHONE SCRIPT #3

Receptionist:	"Hello, Davey Novelty Company, may I help you?"
Caller:	"Good morning, Mr. Davey please."
Receptionist:	"Just a moment."
Caller:	"Mr. Davey my name is Lola Velour, and Mrs. Bond at ACE Foam suggested I call you about the opening for a foam packer. Have you filled it yet?"
Mr. Davey:	"No, I haven't, have you packed foam before?"
Caller:	"Yes, I have three years experience packing. Could I see you at 1:00 today for an interview, or would 2:00 be better?"
Mr. Davey:	"Have you packed other things, or is foam packing your main occupation?'
Caller:	"Usually it's been foam, but I have packed other things. Would 3:00 be alright for an interview or would 4:00 be better?"
Mr. Davey:	"Let's make it 4:00."
Caller:	"Thanks, I'll be there."

Make sure the employer knows your name. Offer to spell it if appropriate, or simply repeat it when confirming the interview time.

TELEPHONE SCRIPT #4
(My personal script)

A. "HELLO. MAY I PLEASE HAVE THE NAME OF THE PERSON WHO DOES THE HIRING _____ (of mechanics, for the plant, etc.)?"

Write down the name!

B. "THANK YOU. MAY I PLEASE SPEAK TO _____ (him, her, Mr. Bond, etc.)?"

If not, thank person on the line, hang up, and write down the company name, phone number, and the time next to the person's name. Draw a box around this information, and call back in one hour. At that time ask immediately to speak to your person.

C. "HELLO, _____ (person's name). MY NAME IS _____ (my name).

DO YOU HAVE A JOB OPEN FOR A(N) _____ (good, reliable, etc.) _____ (your occupation)?"

If "No" ask for and appointment to get acquainted anyway.

D. "I WOULD LIKE AN APPOINTMENT TO COME IN AND TALK TO YOU ABOUT THE JOB. HOW ABOUT _____ (time); OR, WOULD _____ (time) BE BETTER?"

Note: Answer any "interview-type" question briefly, and ask for an appointment all in the same breath. If you pause, the employer will continue to interview you on the phone.

E. "THANK YOU VERY MUCH. MY NAME AGAIN IS _____ (my name) I'LL SEE YOU PROMPTLY AT _____ (time). GOOD-BYE."

F. I'M SORRY TO HEAR THAT YOU DON'T HAVE AN OPENING RIGHT NOW. DO YOU HAPPEN TO KNOW OF ANYONE ELSE WHO MIGHT NEED A(N) _____ (well-trained, good) _____ (your occupation)?"

If you receive a referral, call the referral immediately, and say that this other employer suggested that you call.

MY OWN ANSWERS TO TOUGH QUESTIONS ASKED IN INTERVIEWS

1. What can I do for you today?

2. What kind of work are you looking for?

3. Why did your last job end?

4. Why don't you tell me something about yourself?

5. Can you explain why you've been out of work so long?

6. Will your former employer(s) give you a good reference?

7. How did you get along with your former boss and co-workers?

8. How long did it take you to get here today?

9. I see you have children.

10. Do you know anything about our company?

11. What do you expect as a starting salary?

12. What do you hope to be doing five or ten years from now?

13. What would you say is your weakest point?

14. Are you looking for permanent or temporary work?

15. I've interviewed several people with more experience than you. Why should I hire you instead of them?

Space for other questions:

Nation

TIME/FEBRUARY 3, 1986

From Welfare to Workfare

More than 20 states now require healthy aid recipients to earn their checks

For five years Maria Unzueta's sole source of income was a monthly welfare check. Separated from her husband, the San Diego mother of four made do on benefits totaling $7,920 a year. But now Unzueta, 39, is part of a local job-training program for welfare recipients in which she works 40 hours a week as a hospital file clerk and makes roughly the same amount of money she was getting on the dole. Under the workfare program, she still receives child-care benefits worth about $130 a month, but she hopes to be completely self-sufficient soon. "For me it's important to try and make it on my own," says Unzueta, "and provide an example for my children."

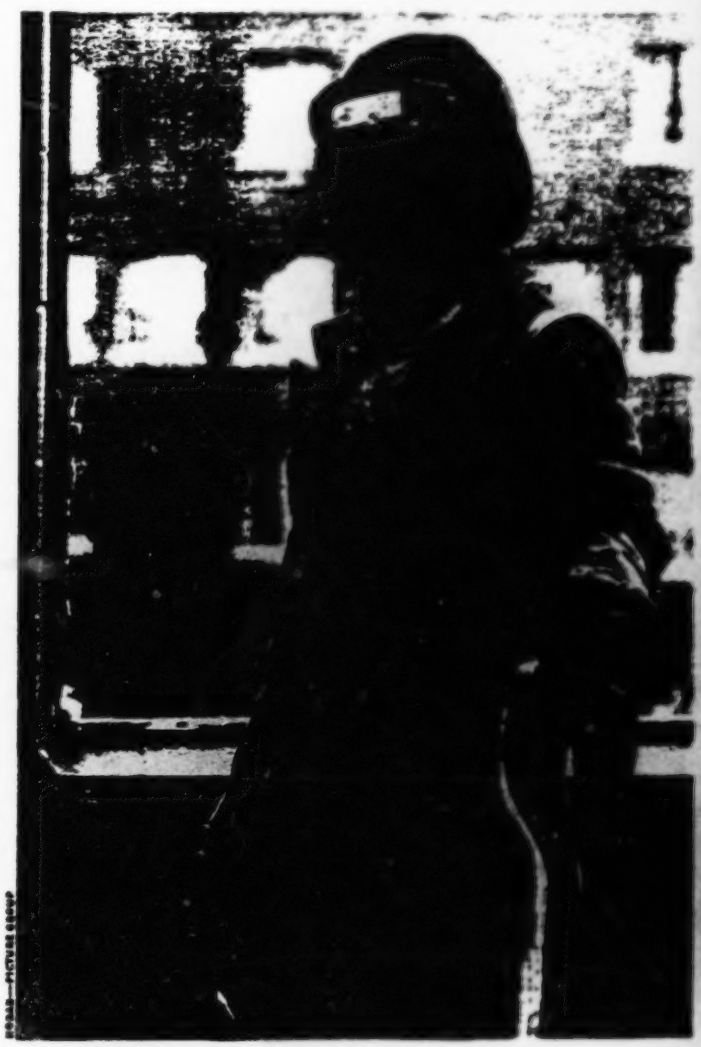
Requiring welfare recipients to work for their checks is not a new concept. Nor are the programs, which usually affect poor mothers with children to raise, as simple in practice as they are in theory. But workfare, which has slowly evolved from a somewhat cranky conservative notion to one with broad support, seems to be an idea whose time has come. Able-bodied welfare beneficiaries must accept occupational training and jobs in more than 20 states, and the number is growing.

In Washington, legislators are mired in trying to find ways to cut spending in accordance with the Gramm-Rudman deficit-reduction bill *(see Essay)*. Confronted with severe cutbacks in revenue sharing, states are searching for innovative ways to make their social programs more effective. Workfare could prove to be an important example for future experiments.

The idea has enjoyed an unusual bipartisan harmony: in statehouses around the country, Democrats and Republicans have joined forces to support legislation that combines the job programs traditionally favored by liberals with efforts to pare the welfare rolls advocated by conservatives. Jo Anne Ross, a Reagan appointee at the Social Security Administration, describes workfare as the "top priority of the Department of Health and Human Services." Says Joseph Califano, Secretary of the Department of Health, Education and Welfare during the Carter Administration: "If the kids are in school, then the mother can be working. Nearly everyone accepts that concept now."

Welfare has been a political battleground since federally financed public assistance was made law under the Social Security Act of 1935. Traditionally, conservatives have viewed welfare programs as handouts to the poor and an insult to the American work ethic. Liberals generally have considered it compassionate compensation for victims of economic and social circumstances beyond their control. But with the startling growth in the number of children being born to unwed mothers from the underclass, many of welfare's long-standing supporters have begun to question whether Aid to Families with Dependent Children programs may be exacerbating the problems they were designed to alleviate. Even some civil rights leaders and welfare recipients in the nation's inner cities are criticizing the system for helping perpetuate dependency from one disadvantaged generation to the next and for unintentionally encouraging the breakdown of the underclass's family structure.

California is embarking on the most sweeping statewide plan so far. Encouraged by the success of San Diego's local workfare system, the state legislature last



■ Leroy Thompson, 26, works at the Chicago housing project where he lives. "It's better than doing nothing," he says of workfare.

■ Workfare Participants Harold Henderson, 48, and James Lynch, 43, flank their boss Jack Boggs at Covenant House, a shelter for the homeless in Hamilton, Ohio. Both men say that because they enjoy their jobs so much they put in several additional days of work each month without pay.

■ Sallie Bandy, 36, a divorced mother of one, has been teaching at a Riverdale, Ga., day-care center for two years while taking classes to earn a high school equivalency certificate.

September approved a program known as Greater Avenues for Independence, or GAIN. Approximately one-third of the state's 586,000 AFDC cases will be affected. As in most workfare plans, handicapped people and single parents with preschool children are exempt but may volunteer for the program. Welfare beneficiaries who do not register in GAIN stand to have their payments cut off.

After an evaluation of their skills, GAIN participants are given any necessary training, ranging from remedial math and language classes to high school equivalency courses. Once training is completed, the welfare client has three months to find work in a job-search program. A trainee whose search is unsuccessful is enrolled in a one-year pre-employment preparation program to work off the welfare grant in an assigned job, with time off for job hunting. Typical jobs include clerical positions or maintenance work in a parks department, day-care centers or programs for the elderly; the pay is the California starting wage, currently $5.07 an hour. If after a year the client still has not found a job, he must begin the evaluation and training program again.

The GAIN bill won in the state senate by a vote of 32 to 2 and in the assembly by 60 to 9. Republicans were all for a mandatory work requirement, while Democrats liked the education, child-care and job-creation provisions that were written into the legislation. GAIN is enrolling members gradually and will be fully operational in 1988. Though the program is expected to cost $304 million a year, GAIN supporters estimate that it will have saved the state $115 million by 1992.

While California's program is being touted as a model for the future, other ambitious workfare operations are in place around the country. New York hopes eventually to enroll more than 200,000 of its 1.1 million AFDC recipients in a revamped workfare program that went into effect last November with the support of Democratic Governor Mario Cuomo. "We're not letting them sit at home and get into the welfare syndrome," says Cesar Perales, New York State's commissioner of social services. "Exposing them to the workplace has real value." A program in Massachusetts instituted in 1983 led to employment for 19,000 former welfare clients and saved the state an estimated $54 million over two years. Other notable programs are operating in Pennsylvania, West Virginia and Michigan.

Workfare first became government policy, at least in theory, more than a decade ago. Congress strengthened a Work Incentive (WIN) program in 1971 during the Nixon Administration. But WIN suffered from inadequate funding, mismanagement and weak enforcement. In 1981, with the advent of the Reagan Administration, Congress passed legislation granting states more flexibility in administering WIN. For the first time, AFDC recipients could work in public agencies rather than in private-sector jobs. States were also allowed to use part of a recipient's welfare grant as a wage subsidy to his or her private employer. Given these new liberties, state governments began

cooking up fresh workfare programs.

"Obligation" is a word that workfare supporters use frequently, arguing that welfare recipients have not fulfilled their responsibilities as citizens. Lawrence Mead, professor of politics at New York University, makes such a case in his new book, *Beyond Entitlement: The Social Obligations of Citizenship* (Free Press; $19.95). His most controversial theme: the poor need to have standards of behavior set for them. "We have to say, 'You have a real obligation we're not going to let you get away from,' " says Mead. Workfare, he maintains, can give poor people the discipline he feels they lack. Mead advocates expanding workfare programs to include mothers with children above age three rather than simply those whose children are old enough to be in school.

Workfare's philosophical opponents see it as a sort of punishment for being poor. They contend that the vast majority of welfare recipients are young unwed mothers with few if any marketable skills, who are often forced to take demeaning, low-paying jobs under workfare. Critics question whether there is even enough work to go around for the programs' undereducated participants. Says California Democratic Assemblyman Tom Bates: "When Ronald Reagan says, 'Go to the want ads and look for jobs,' he doesn't point out that they're for electrical engineers and highly skilled people."

There are other well-reasoned objections to workfare: that it displaces people in the regular labor force; that by exempting single parents with preschool-age children, it excludes 60% of all adult AFDC recipients; that, as Ohio has experienced, welfare savings can be less than program costs; that workfare places too much emphasis on getting clients into the job market quickly rather than enrolling them in education courses that could help them gain entry to more useful and lucrative lines of work.

A report released last month by the House Government Operations Committee criticizes programs that do not provide adequate child care for participants. Said the study: "The lack of safe and affordable child care can foreclose the possibility of employment, training, education and even opportunity to job hunt." Moreover, say critics, workfare does not address America's most serious unemployment problem: the jobless rate among black teenagers is currently 41.6%, compared with 6.9% for the U.S. as a whole.

Nevertheless, growing numbers of officials think that work-for-welfare programs are at least worth trying. And many workfare participants seem to agree. In Des Moines, Ruth Breitzke, 34, has been working since September as a volunteer at the juvenile court in return for her welfare check. "I enjoy what I'm doing here even though I don't get paid for it," says she. "It gives you the feeling that you can get back into the working world. It gives you that boost." *—By Jacob V. Lamar Jr. Reported by Hays Gorey/Washington and Jon D. Hull/Los Angeles*